DOCUMENT RESUME

ED 146 845 HE 009 411

TITLE The College and its Customers. Coombe Lodge Report, Collection of Papers.
INSTITUTION Further Education Staff Coll., Blagdon (England).
PUB DATE 75
NOTE 48p.
AVAILABLE FROM Report Editor, Coombe Lodge, Blagdon, Bristol BS18 6RG, England (One pound ten pence)

EDRS PRICE MF-$0.83 Plus Postage. HC Not Available from EDRS.
DESCRIPTORS *Adult Education; *Community Colleges; Educational Accountability; Foreign Countries; *Marketing; *Post Secondary Education; *School Community Relationship; Social Responsibility; Vocational Education
IDENTIFIERS Canada; *Great Britain

ABSTRACT

Papers considering some aspects of the British and Canadian continuing education institution in relation to its clients include: the college and the environment (C.M. Turner); the concept of social responsiveness in postsecondary education (G.T. Fowler); adult education as part of the service of continuing education (L. Russell); community colleges in Canada (G. Campbell); and the marketing of educational services (G. Wills). (MSE)

****
* Documents acquired by ERIC include many informal unpublished *
* materials not available from other sources. ERIC makes every effort *
* to obtain the best copy available. Nevertheless, items of marginal *
* reproducibility are often encountered and this affects the quality *
* of the microfiche and hardcopy reproductions ERIC makes available *
* via the ERIC Document Reproduction Service (EDRS). EDRS is not *
* responsible for the quality of the original document. Reproductions *
* supplied by EDRS are the best that can be made from the original. *
****

ED146845

Coombe Lodge Report

Vol 8 No 1

Collection of Papers

The College and its Customers

"PERMISSION TO REPRODUCE THIS MATERIAL IN MICROFICHE ONLY HAS BEEN GRANTED BY
Further Education Staff College
TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC) AND USERS OF THE ERIC SYSTEM."

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE NATIONAL INSTITUTE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

HE009411

2

COOMBE LODGE STAFF

Director:	A H Yates
Deputy Director & Director of Studies:	G E Wheeler
Registrar & Clerk to the Governors:	A F Mitchard
Senior Staff Tutor:	D C Spencer
Staff Tutors:	A Albrecht
	C T Ferguson
	J Latcham
	T J Russell
	C M Turner
Head of Resources Group:	D L Parkes
Research Associate:	P S Hibberd
Librarian:	Christine Ball

COOMBE LODGE REPORTS

Editor:	Philippa Andrews
Secretary:	Suzanne Shipsey

Copyright © The Further Education Staff College, 1975.

Printed offset lithography on Crown quarto by Messrs. Hiscox & Lambert Ltd. Bristol.

THE COLLEGE AND ITS CUSTOMERS

Vol. 8. No. 1.
1975.

Collection of Papers

CONTENTS

Foreword 2

The College and the Environment - an Introductory Paper. 3
C M Turner, Staff Tutor,
Coombe Lodge.

The Concept of Social Responsiveness in Post-Secondary Education. 9
G T Fowler, MP. Minister of State
at the Privy Council
Office.

Adult Education. 15
Sir Lionel Russell, CBE.

Community Colleges in Canada. 19
Dr. G Campbell, University of Lethbridge,
Canada.

The Marketing of Educational Services. 36
Professor G Wills, Cranfield College
of Technology.

FOREWORD

The way in which the FE college perceives and relates to the community in which it is set has a great influence on the courses and other activities which it provides. The papers collected here consider some aspects of the college in relation to its clients.

A paper by Colin Turner introduces some theoretical concepts of how the college selects and relates to its environment. Gerry Fowler considers how post-secondary education responds to social need. Sir Lionel Russell, who chaired the Committee of Inquiry into Adult Education, reviews the provision of activities for this group of students and points to some of the developments which he would like to see. Gordon Campbell describes how Canada has responded to the needs of its students. Finally, Gordon Wills suggests ways in which colleges might 'sell' their product - an increasingly important factor in the light of the current trend for student numbers to decline.

C M Turner,
Staff Tutor,
Coombe Lodge.

THE COLLEGE AND THE ENVIRONMENT - AN INTRODUCTORY PAPER

"Over the last few years, organisation theorists have increasingly turned their attention towards the way in which organisations interact with their environment. The following three papers look at particular aspects of such interaction. The purpose of this introduction is to outline a theoretical perspective within which they can be considered. In the first part we will look at the way in which colleges select their environment, in the second part at some of the dependent relationships colleges have with their environment, and in the third make some predictions about future developments.

boundaries

Colleges, like most organisations, draw around themselves strong boundaries that mask them off from the outside world. Within the walls, which are psychological as well as physical and organisational, activities are organised and members behave on certain agreements and understandings about what kind of institutional life they want to operate. There is generally an attempt to minimise outside interference, with its potential threats to established ways of doing things, and to build up a reasonably predictable mode of working and living in the organisation. The members generally know fairly accurately how individually they will behave and work, how other members will behave and work, who will be exercising various kinds of power and authority in various kinds of situations. If the college develops a strong bureaucratic system of rules and procedures, and a well-designed hierarchy of authority and responsibility, then this tendency towards a strong identity in organisational life relatively unthreatened by activity beyond the college boundaries, will be very much reinforced.

However strong the boundaries, the college cannot of course separate itself from the outside world. All organisations, even the strictest monastery, has many interactions across the boundaries, and in the case of colleges and other public institutions, they only exist because it is believed that they can satisfy some identified needs of the total community.

What tends to happen when members of organisations desire both to keep a strong organisational identity that is under their own control, and to encourage the necessary interactions with the environment, is that two safety mechanisms are used. Firstly the organisation admits the outside world within its walls on agreed terms. Such people as parents, employers, education committee members, local journalists, are prescribed in the ways in which they can cross the boundaries and behave inside the college. The terms for each category of people will vary widely from college to college, but some such will always exist. To use the jargon, the college will have gate keepers who control the entry. So for example a college might not allow friends of students to use the student union facilities, or might insist they are signed in via a visitors book. All visitors might have to report first to a reception desk.

Secondly, the college will make very conscious choices about the part of the environment with which it might potentially be concerned, to which it is in fact going to relate. Although we might like to think that colleges are interested in all potential areas, this clearly is not true. Beryl Tipton's[1] research showed how one college defined the student area in which it was interested and then sucessfully developed it, though it was not necessarily the most obvious area of local need. Some colleges define their 'real' work as that concerned with day-release from industry; others are most anxious to develop full-time non-vocational courses. Until very recently very few colleges have defined as a significant part of their environment, the physically handicapped young people, or that quarter of the population which has the lowest educational attainment on leaving school, or indeed the half of the population that consists of women. There are many reasons for this selectivity but one most powerful reason is the extent to which interaction with a particularly environment either fits in or is likely to threaten the established identity and ways of behaviour and activity in the college. Mostly, organisations try to match their predispositions with the selected environments.

We have argued up to this point that organisations create strong boundaries, develop their own distinctive internal life, select their environments to safeguard this, and admit the outside world via gatekeepers on defined terms.

analysis of the college environment

We can now consider those parts of the environment with which the college has to have dealings in order to survive at all. It is generally held that all organisations have to have dealings with environments for the following purposes:-

1. Acquiring Inputs.
2. Marketing Outputs.
3. Acquiring the tools of production.
4. Acquiring finance for future development.
5. Acquiring a labour force.

If we interpret this in college terms, we have the following areas of environmental dealings:-

1. Obtaining students and courses.
2. Placing students in work or other colleges. Establishing the worth of completed courses in the market place.
3. Obtaining equipment, machinery, books etc. via college estimates or elsewhere.
4. Acquiring funding for development plans.
5. Recruiting teaching and non-teaching staff.

In all these areas the college is vulnerable, in that it is to varying degrees in a dependent position relative to the relevant parts of the environment. The college is probably most vulnerable in the first area. The second area is not normally seen as a critical dependency, and much of the activity in the last three is governed by clear procedures and regulations often under national agreements.

The degree of dependency varies with the operation of two contingent factors. The dependent state is much reduced if it is possible to substitute the sources of supply or the nature of the organisational process by different supplies and processes, and if the sources of supply and output markets are diverse and multiple rather than homogeneous and single.

The relevant questions to ask a college are therefore:-

1. Is recruitment from a few firms or many firms?
2. Is recruitment from a few schools or many schools?
3. Is recruitment primarily local or regional?
4. Is the possible range and variety of courses small or large?
5. Is the potential in the catchment area small or great for obtaining new kinds of students and launching new kinds of courses?

If the college answers yes to the first alternatives it is in a very dependent relationship to the environment: if it answers yes to the second of the alternatives then it is not so dependent because its sources and markets are fractionated, and its existing work is substitutable by alternative work.

In the areas of vulnerability we have discussed, the following are the critical agencies in the environment.

1. The clients or customers. In the college these are mostly the students, parents and sponsoring bodies.
2. Competitors. These are other colleges, in some cases schools, and other bodies such as some firms which mount competitive courses.
3. The suppliers of materials, labour and finance. The main supplier to colleges is the Local Authority acting as an agency of the state, although subsiduary supplies may come from other sources.
4. Regulatory groups. These are many and various, and include the DES, the Local Authority, the RAC, the various Examining Bodies, and the Teachers Unions.

All organisations try to get as much control over these agencies as possible in order to reduce their dependence. Among other methods of doing this, three are commonly used: cooperation, coalition and contract (excluding of course actual incorporation into the organisation). If we take examples from the college, cooperation is practised by bringing in employers to serve on advisory committees, local coalition agreements are made between colleges not to compete in certain crucial areas of operation, and contracting often exists between college and a large employer in which the college provides a suitable service which it regards with some priority while employers send students on a regular basis and are generally supportive of the college. These various forms of association are most often in the nature of an understanding rather than a formal agreement. A useful relationship for a college to consider is that with schools possessing a sixth form. What methods are used to reduce college dependency?

We have suggested in this section a method of analysing that part of the college environment upon which it is dependent for its containing existence. We

have looked at areas of dependency, the agencies that are concerned with such dependencies, and some of the factors that affect the degree of dependence.

new forms of relationship with the environment

So far we have been considering colleges in the traditional mould which have strong boundaries, clearly identified target areas in the environment, and powerful internal arrangements which encourage the separate and singular nature of the college. It is clear, however, that a number of colleges (and schools) are beginning to explore new ways of relating to the environment in which they are set.

A stage in this development is an attempt to understand and manipulate the college market in a very much more thorough and effective way so that the service offered matches the assumed needs. Gordon Wills' paper has much to say about the opportunities in this area, though Gerry Fowler's paper exposes some of the difficulties in coming to any definition of social need.

A further development has been in designing colleges as part of a complex of buildings forming an organic whole and providing a full range of community services. This is well exemplified by the Abraham Moss College in Manchester[2] or the Sutton in Ashfield complex in Nottinghamshire[3]. Common to most such schemes is the aim to provide multiple use of expensive buildings and to break down the isolation of educational institutions by putting them in places where people have to congregate for other purposes.

A more fundamental redefinition of the college as a community college is possible, and indeed has made some progress in, among others, Nelson and Colne College[4]. This redefinition involves a conscious effort to partially de-institutionalise the college by destroying most of the boundary walls and replacing them by an indeterminate zone across which there is a free and unpredictable interpenetration of the college and the outside community. The two begin to merge at the edges. We can take as the slogan of such colleges the telling phrase in Dr. Campbell's paper - "Colleges hold to the conviction that all citizens are educable". Community colleges will develop in their own way the implications of living with such a slogan, but a dramatic increase in the variety of forms of college-environment interaction would seem to be imperative.

A number of conclusions on the future of such colleges seem to follow. Firstly, the concept of membership is brought into issue. Does it any longer mean anything to say that one is a student and therefore distinguished from non-students if most of the community, potentially or actively, are involved in the colleges in very many different forms of association either regular, occasional or transient, and in a multitude of non-academic and social, as well as academic, behaviours.

Secondly, the college is no longer assuming knowledge of what the needs to be satisfied are and mounting activities which are then there to be accepted or rejected. It will see as one of its prime functions the job of facilitator to help the community to decide what it wants and to offer resources of advice, manpower and accommodation if they are needed. The community selects the college rather than the other way round. It may in the end not be easy to separate out what activities are college-run activities, college-supported activities, college-sponsored activities, or non-college activities.

Thirdly the concept of the college as a building or set of buildings may gradually disappear. Already we have an Open University and possibilities of an Open Tech, and a number of colleges have developed very extensive outreach work. There could be a point where the existence of extensive buildings, which by their nature tend to produce specific kinds of staff behaviour, become positively disfunctional to the development of the work of the college. It is interesting in this context to refer to Dr. Campbell's remarks on the college system in Saskatchewan, and his concluding remarks on institution-bound colleges.

Fourthly questions must be raised against the existing systems of college management. Mr Fowler's paper raises some interesting points here. It is clear that current bureaucratic and hierarchic patterns in management will not match an open system of college-community inter-penetration. In particular, it would seem likely that junior staff will need to be given much greater autonomy, since they will be working in the field in unpredictable situations and will need to be able to make rapid short-run decisions without reference to others.

Fifthly, at the fundamental level the question of control is at issue. Community colleges must be controlled by the community in its own interests. College objectives, priorities, development planning and curriculum decisions are at the moment formulated by the internal committees of staff or by senior management staff and in no real sense are scrutinised let alone decided by the community. There may be some point to this in a college with strong boundaries - this after all is what boundaries are for. But it is clearly unsuitable if the college is seen as a resource which the community draws on to satisfy its needs. The college in the future may have new buildings, no bureaucratic superstructure, and decision making powers firmly rooted in the rural and town life of the area. Dr. Campbell notes that "to put power in the hands of learners rather than institutions leaves conventional educators disturbed and some politicans apprehensive", but in the long run there is really little choice. The mechanics of this may not be easy to work out, but the principle needs to be conceded that the colleges belong to the people and control should be returned to them."

1 B. Tipton - Conflict and Change in a Technical College. Brunel FE Monograph No. 6. Hutchinson Educational 1973.

2 See R. Mitson - The Abraham Moss Centre. Coombe Lodge Report Vol.7. No.6. 1974. pp. 371-375. and DES Building Bulletin No. 49. Abraham Moss Centre HMSO. 1973.

3 See J.A. Stone - The Community Concept. No.1. Nottinghamshire. Sutton Brings School to the Marketplace. Education 7th February, 1975. Vol. 145. No.6. pp. 150-152.

4 C.M. Turner - Nelson and Colne College : an open College in the Community. College Management Readings and Cases. A Staff Development Handbook. Vol.3. ed. D.L. Parkes. Further Education Staff College. 1973.

G T Fowler, MP
Minister of State
at the Privy
Council Office*

THE CONCEPT OF SOCIAL RESPONSIVENESS IN POST-SECONDARY EDUCATION

"In his famous or infamous Woolwich speech in 1965[1] Tony Crosland said:'... ...it is desirable in itself that a substantial part of the higher education system should be under social control, and directly responsive to social needs.' This is the standard defence of the system of control and of the objectives of the whole of further education, not simply of higher education within the FE sector. You will note that it has two elements, 'social control' and direct responsiveness to 'social needs'. They are linked in Crosland's statement by the conjunctive 'and', but his text implies that there is a logic or empirical, not simply a fortuitous, connection between the two elements, ie. that 'and' means 'and in consequence'.

We can examine the thesis if we break it down into the following elements:-

1. what are social needs?
2. who best identifies them?
3. does the system of government of FE colleges at present conduce to their identification and a response to it?
4. could it be more effective within the present framework if the management of FE were to operate on new principles?

Let us examine each question in turn.

1. What are social needs?

private demand

a) the demand of students for places on specific courses, or for post-secondary education in general, is sometimes called 'social demand'.[2] It would more accurately be called 'private demand', though it must be conceded that the choice of individual applicants is as much determined by the influence of parents, teachers, and employers, as well as by the would-be student's local peer group, as it is by the student's own unfettered and free-ranging will. This has been the principal, though not the sole determinant, of the distribution of places in universities between disciplines in Britain. It has operated less strongly in FE, where greater weight has been laid, in vocational courses at least, on employer choice.

manpower

b) Social need could be identified as the manpower requirements of industry, commerce, the social services, education, and government, identified nationally. This is the 'manpower planning' approach to fixing the number of places in each area of study in post-secondary education. It has been rigorously applied in teacher education, and in medical education, and in the 1960's attempts were made to apply it more widely to the more general field of scientific and technological education, or more widely still, to the supply of 'highly qualified

*This paper was written in 1973 when Mr Fowler was Professor of Educational Studies at the Open University, before he took his present position as Minister of State.

manpower.[3] Even where forecasts should, within five years at least, have been right, they have been wrong; witness the crisis measures of the 1960's in teacher supply, and the implicit confession of the Todd Report that previous forecasts of the requirement for medically qualified practitioners were seriously in error. It is permissible to doubt whether, when extended to a wider front, manpower forecasting is even in principle a practical guide to the determination of policy.[4]

c) We could desert the national plane and seek to determine manpower requirements by reference only to the forward needs of local industry, at least for the further education sector - excluding the universities, the colleges of education, and to some degree the polytechnics. But this not only runs into the problem posed by assuming a geographically static industrial society, but takes as little account as rational forecasting of the changing technological requirements of individual existing industries. Technological forecasting remains a singularly inexact science. In either rapidly developing areas or areas of industrial decline and perhaps of renovation the science becomes less an art than a branch of black magic. In the social services and government the requirement is in any event determined largely by legislation difficult to foresee. The bias is therefore inevitably to the extrapolation of past trends.

rate-of-return analysis

d) Finally, there is rate-of-return analysis. Assuming that calculations of the 'social return' (as opposed to the 'private return', which we may for present purposes neglect) on public investment in post-secondary education are accurate, we might wish to develop HNC courses at the cost of degree and particularly of post-graduate education.[5] Doubtless C & G courses would show a similarly high rate of return, if the necessary investigation were done. This is partly because part-time courses must always have an advantage over full-time, if forgone earnings are taken into account. It is also a consequence of using average or median lifetime earnings as the basis of the calculation of the return, which means that it reflects 'need' only at one remove, via the valuation set by employers on qualifications. It thus runs into the same objections as (b) and (c) above, but in a sharper form, using historic valuation of qualifications as a guide to a scarcely predicable future.

2. Who identifies need?

manpower: national level

a) Need may be identified by HMG, its agencies, Commissions, or advisory bodies. As we have suggested, their identification of national manpower requirements even in narrowly circumscribed fields leaves much to be desired - so far at least.

manpower: local level

b) It may be identified by local advisory committees, representing local consumers of manpower. The use of advisory committees for specific areas of study is familiar in FE. It encounters difficulties some of which may perhaps be obviated, while others may not. Committees

for specific areas of study rarely recommend that departments catering for them should be wound up through lack of demand. Nor do they identify radically different requirements. They are frequently dominated by those most successful locally in building a thriving enterprise ten, twenty, or thirty years ago - a poor guide to the future. They have a sporadic attendance at their meetings, and even those attending do not always read the papers beforehand, so that any contribution they may make is hamstrung.[6]

paymasters

c) It may be identified by the financing organisation of the institution - including DES (for the Open University or Cranfield), and the UGC following broad DES policy, but for Further Education the LEA. Nothing suggests that any of these organisations is of itself so constituted as to identify with any precision future social need; quite apart from the tenuous link they have with <u>most</u> direct consumers of manpower (except the education service itself), they are dependent on the forecasting and planning techniques we have already examined, with all their weaknesses.

academics

d) Need could be identified by the teachers, lecturers, or academics - whichever designation is preferred - of the institution itself. This, within UGC constraints, is the university system. It is one of the principles behind the creation of Academic Boards in FE. Nevertheless, many teachers have but a vague idea of the requirements of the world outside education, and in any case the wish or prejudice may here be the father to the perceived demand. Even when, as in FE, many have practical experience of work in the consumer sector, it inevitably dates rapidly.

head of institution

e) The identifier of need could be the all-wise entrepreneurial head of the institution, with his feelers into every major consumer organisation, constantly planning for three if no more years ahead. This system may work; witness the growth of Loughborough between the wars. It remains more susceptible than any other system to failure in consequence of delusions less of grandeur than of adequacy.

students' demands

f) Finally, we can rely on the would-be students themselves - cf. 1(a) above - whose demands for courses, perhaps varying with fashion - now the social sciences, then the applied technologies, now the 'relevant', then the escapist - should always be met. Unhappily, because of the heavy investment required by much of post-secondary education in staff, buildings, and equipment, this is a poor base for future planning.

3. <u>Does the present system of government in FE conduce to the identification of need and response to it?</u>

overlap

The government of FE is in fact a mish-mash of most of the elements for the identification of need and response we have isolated. This is in part now built into Articles of Government, since the Notes for Guidance on Polytechnics and Circular 7/70 for the rest of FE. Reserved to the LEA is the determination of the 'general educational character' of the institution,

the governors look to its curriculum and control, the Academic Board to the details of curricular development, and the Principal to internal organisation. It should be obvious that all of these elements overlap; consideration of even internal organisation cannot sensibly be divorced from planning for the long-term educational character of the institution. Everyone has a finger, or at least either part of a finger or a thumb, in the same pie. Even that is not the end of the story; let us list the participants in planning response to social need:-

a) The LEA may respond to local industrialists or to pressure from HMI or to the demands of its own departments (the LEA is the Council, not its Education Committee). It rarely has any machinery for detailed examination of their validity, least of all against a regional or national backcloth.

b) The Governors, in so far as they are not themselves councillors or other local political nominees, are likely to be local industrialists or trade unionists, concerned primarily with the preservation of the local employment status quo or its development on the basis of past trends. Other governors may be local school teachers, who are likely to see FE courses primarily as the development of elements in the school curriculum.

c) The Academic Board is dominated by Heads of Department, other senior members of staff, and perhaps students on present courses. None is any better fitted to identify future need than their university counterparts. The former two groups may be led or misled by the response they receive to their own ideas from local industry; unfortunately experience shows that many firms are happy to assent to the need for a course to which they subsequently send no or few recruits. The last category - the students - may react adversely to present courses while having no clear idea of the alternatives, save those suggested by current student fashion.

d) The Principal, and his Deputy, whatever their many virtues, will often be among the older members of staff, most remote from direct experience in the 'consumer' sector. Their day-to-day contacts will inevitably be at a senior level in industry, commerce, or local government which may (though not 'must') mean at a level where the dominance of the past and the present over the future is strongest. Many will be no more fitted than the rest of mankind to identify the manpower requirements of five years hence.

e) Outside the LEA system, DES exercises control, directly through HMI, and especially the RSI, and indirectly through the Regional Advisory Committee for Further Education. The RAC suffers from all the weaknesses of other advisory committees, with that of irreconcilable conflicts between localities and colleges added. The Inspectorate is a worthy and wise body of men, and through it is channelled the views of national committees (eg NACEIC), Royal Commissions, and DES itself.

That what emerges is not the ultimate wisdom is demonstrated by the shortfall in applicants for many science and engineering courses in recent years.

4. Can the effectiveness of the system be improved within the present framework?

This is far and away the most difficult question. I can only make the following tentative suggestions.

Advisory Committees

a) The Advisory Committee system might be developed. But this entails, if it is to be of any effect, that there should be greater selectivity exercised in appointing members of advisory committees, with a view to the representation of local growth points and the pacemakers of five years hence, rather than of those who built the present employment structure. Equally, where the interests of neighbouring colleges overlap, sub-regional if informal committees might be established. Entrepreneurism must be tempered with cooperation. As for the working of the committees, it is imperative that documents prepared internally, within the college, should be distributed well in advance of meetings, and should pose clear questions for decision. Preferably they should facilitate a response by post from those unable to attend a meeting. 'Meetings by post' may sometimes be preferable to meetings in person.

governing bodies

b) LEAs should seek to appoint to Governing Bodies neither political hacks nor the representatives of the industrial status quo, but those with some foresight for local development, those of managerial expertise and labour relations expertise, however junior, and those with understanding of the capabilities of the FE system and constraints on it, such as the course approval structure.

academic boards

c) Academic Boards should represent, where possible, a wider and perhaps, more forward-looking range of expertise than can always be found among existing Heads of Department or senior staff. There is no impediment to the use of outside 'consultants' by Academic Boards, who may often be free of the inevitable personal commitments of long-serving staff members.

HMI

d) Every effort should be made by the colleges, their Principals, and LEAs to ensure that HMI discuss more freely the sources of their own advice, that at regional and at national level there is a regular interchange of views about future planning in which the colleges are involved as equal partners, and that local and national politicians, and local and national employers, are fully informed of the planning problems of the colleges

If 'social responsiveness' is to mean anything specific in FE, and more than it has done in the universities, which after all responded well (in the event, too well) to the demand of the 1960's for more places in science and technology, then it must entail more effective participation in decision-making by all parties who are not just interested, but have something of value to contribute. Otherwise, the great virtue of FE will be exposed as no more than responding, often too late, to changes in 'private demand'; other sectors can play that game just as effectively."

1 C A R Crosland, speech at Woolwich Polytechnic, April 27, 1965.

2 Cf DES Planning Paper No. 2, HMSO 1970, Student Numbers in Higher Education, building on the approach of the Robbins Report, Higher Education, Cmnd. 2154, HMSO, 1963.

3 Cf the several reports of the National Advisory Council on the Supply and Training of Teachers; the Todd Report, the Royal Commission on Medical Education, Cmnd. 3569, HMSO, 1968; the Dainton Report, Enquiry into the Flow of Candidates in Science and Technology into Higher Education Cmnd. 3541, HMSO, 1968.

4 K G Gannicott and M Blaug, Manpower Forecasting since Robbins, Higher Education Review, Autumn 1969.

5 V Morris and A Ziderman, Economic Trends, 1971.

6 Cf Cicely Watson, New College Systems in Canada, OECD, 1973, pages 62 - 64.

Sir Lionel Russell, CBE

ADULT EDUCATION

"The opportunity which Coombe Lodge gives me of speaking to staff in different sectors of FE is one which I welcome, for, like my colleagues on the Committee of Inquiry into Adult Education I firmly believe that adult education is an integral part of FE. It was for this reason that there were a few points of difference between our Welsh member, Mr Ellis, MP, and the rest of the Committee with regard to our major recommendation that there should be a Development Council for Adult Education set up to advise the Minister. Mr Ellis thought that there ought to be two separate Councils, one for England and one for Wales. While the rest of us did not necessarily quarrel with the concept of two separate Councils, we did not feel we could recommend that adult education should be moved by itself to the control of the Welsh Office, for it would not be in anyone's interest to separate adult education from the rest of FE. The real issue, therefore, was whether all FE in Wales ought to come under the control of the Welsh Office, and this was an issue which was outside our brief and on which it would have been impertinent to make recommendations as the Committee was selected for its knowledge of and interest in adult education, and did not represent FE as a whole. Therefore the Committee recommended one Development Council for Adult Education.

Adult education, is, moreover, not simply part of FE but, like FE itself, part of the whole education service. The education service in this country has been defined by Sir William Alexander as "a national service, locally administered".

It was a great boost for FE when in 1956 the Government decided that there was a need for the national development of FE, for until then the lead had come not from the centre but from the periphery. Certain local authorities such as the then LCC and West Midland Authorities had done excellent work in the field, but the introduction of a national drive for the development of technological and vocational FE made an enormous improvement, especially at the lower levels. We now find good colleges of FE in quite small communities of 30,000-40,000 people, colleges which did not exist 30 years ago. In my view, this makes these small communities far better places for young people to grow up in, and it is due to the Government lead to which the LEAs responded so well. It is for this reason that the Report sets such store by a lead from the centre.

"A national service, locally administered" is a particularly apt description of adult education. Adult education tends to be very local. We took the view in the Report that the method of organisation should be locally determined.

For example, in large conurbations such as the ILEA and Birmingham there is a tendency for adult education to be provided in institutions separate from the rest of FE. Such a structure often exists partly because large FE institutions sometimes do not have the space to provide adult education.

Professor A H Jones, a member of the Committee and Professor of Education at the University of Leicester gave an inaugural lecture on "Education without End" when he was appointed to his chair in 1968. He began by speaking of F D Maurice who was primarily responsible for the setting up of the Working Men's College in London in the nineteenth century. He said that Maurice really established a series of concepts for adult education which for the most part hold true today. One of Maurice's concepts which Professor Jones listed was that the objective of adult education is the democratic one of freedom based on knowledge. The implication is that unless people enjoy a considerable basis of knowledge they cannot satisfactorily fulfil their civic duties.

The most frequently quoted sentence relating to the 1919 Report on adult education by a committee which was set up under the chairmanship of Mr A L Smith, Master of Balliol, by the Minister of Reconstruction comes not from the Report itself, but from the accompanying letter sent by Smith to the Minister, "the necessary conclusion is that adult education must not be regarded as a luxury for a few exceptional persons here and there, not as a thing which concerns only a short span of early manhood, but that adult education is a permanent national necessity, an inseperable aspect of citizenship and therefore should be both universal and lifelong."

This reminded the Committee of a seemingly almost forgotten section of the 1944 Education Act:

"It shall be lawful for His Majesty to appoint a Minister whose duty shall be to promote the education of the people of England and Wales".

This is a fascinating function: not just the education of 'children' or 'students' but of 'the people'. I would suggest that this is often forgotten by Ministers, of both political parties. It is a phrase we take up in our Report. We say that we are concerned with all the people, not simply with those whose prior acquaintance with education has led them to demand more.

In May 1973 I spoke at a WEA annual general meeting, sharing the platform with Lord Boyle and Mr Jack Jones. Lord Boyle, who is a supporter of adult education, focussed upon what we in the Report called second chance education. He said that this was a common theme in nearly all the post-war Reports, particularly the Newsom Report. It seems to me that one of the greatest contributions of technical colleges in this country has been in second chance education, at every level.

When I first went to work in Birmingham in 1938 there was second chance education at the lower level for boys of 16 who for one reason or another were unable to go into the sixth forms of grammar schools. In the same way, the major technical colleges were giving young men and women the chance to work for a degree through the London University External Examination system. One of the most important forms of second chance education is the opportunity it gives to people to acquire qualifications at many different levels. It amazes me that with the most exciting examples of Birkbeck College, London and the Open University before us, there are so few new opportunities in this country for part time study for degrees, and virtually no opportunities to transfer credits from one institution to another. The Committee felt this was an extraordinary gap and recommended that H.E institutions should give more opportunities for part-time study and the transfer of credits.

Updating, refresher and post-experience courses are other types of FE activity which the Committee felt were particularly important. The present economic crisis emphasises the necessity for this type of education, for it will make people aware of the need for greater efficiency in professional or business life.

A further demand which can be met by colleges of technology is for adult education which does not aim to give the student the opportunity to acquire further qualifications but to gain a background of knowledge essential to him for the proper discharge of his role in society, particularly knowledge related to social change. Such courses, of varying length, could be arranged for many types of people including clergy, local government officers, managers, police, shop stewards, social workers, and members of voluntary groups, such as local councillors, and magistrates. Adult education should be universal. Our Report said that it should be able to take advantage of the total resources of society. It will not be successful unless there is a wide variety of provision to suit the wide variety of people it serves. Therefore we viewed adult education as a joint operation in which voluntary bodies as well as statutory bodies have a part to play.

Voluntary bodies have had a major role in the history of FE, for example in the setting up of Mechanics Institutes, but partly due to the high cost of scientific education they cannot play a large part in the field of vocational technical education. However, they do have a role to play in adult education. In the observations sent to our Committee by the Society of Education Officers it is clear that the Society would welcome the recognition of a greater variety of voluntary bodies so that they may be eligible for financial assistance for the development of new and even highly specialised forms of work.' They said that in many cases it would be appropriate for this grant to be paid by the LEA rather than central government. We recommended in the Report that for every area a Local Development Council should be set up to advise the LEA and should be representative not only of the statutory body, the LEA, but of voluntary providing bodies and also some 'promoting' bodies.

Another concept which Jones ascribed to Maurice is that the mission of adult education is to the deprived or non-participating classes for the creation of a just society. This is where, to date, adult education in this and most other countries has failed. So far as one can use such a phrase, adult education is too middle class an activity. While it is easy to level this criticism, it will be hard work to broaden the scope of adult education. In the chapter of our Report entitled 'A Specification of Needs for Adult Education' the first need listed was for remedial education, which is really second chance education at the lowest level. Shelley in his essay 'A Defence of Poetry' stated that the greatest instrument of moral good was the imagination. It is not difficult to envisage what an enormous handicap it must be to be unable to read or write, for this must have among other results some limiting effect on the thinking processes. This, then, was the keynote of our Report, namely, that there are large areas of unmet need, especially among those little touched by the present provision of adult education. These include many school leavers and young adults, older adults who basic education preceded the developments of the last 20 years, the handicapped and the disadvantaged.

We took a broad definition of the term 'disadvantaged'. We noticed that about three quarters of the adult population left school at the minimum leaving age, then 14 or 15. Three fifths of today's adults received their schooling before the minimum leaving age was raised to 15. Better opportunities for technical education, which grew rapidly in the 1950s and 1960s, and the broadening of entry into FE and HE came too late to affect them. The urgency of their unmet needs will be sharpened rather than abated by the current directions of educational advance.

I doubt whether economic difficulties will price adult education out of the market. I believe that it will continue to grow. Probably the most important recommendation in our Report was that there should be a considerable increase in the full-time staff engaged in adult education. When the Committee began its work in 1969 there were only 800 full-time staff compared with 75,000 part-time personnel; 800 full-time staff are not enough to plan a strategy for adult education. All too often the plan for a year is simply a repeat of what went reasonably well the year before. Part-time staff have little time or energy for experimentation. We believe that by the end of the decade the full-time establishment should be increased to around 4,000, which is still extremely small in comparison with part-time numbers.

Another reason for our proposing an increase in full-time staff is that they would enable a campaign against illiteracy to be mounted. The launching of a remedial scheme involves a great deal of work, eg. in making contacts.

Thus the members of the Committee hoped to see some change of emphasis in the provision of adult education. The criticism has been made of the Report that we simply recommended more of the same. This certainly was not our intention. We wish to see more concentration on meeting the needs of the disadvantaged and an increase in refresher, post-experience and updating courses."

Dr. G Campbell,
University of
Lethbridge,
Canada.

COMMUNITY COLLEGES IN CANADA

"Among dowager circles, the community college is the enfant terrible of Canadian education. Its arrival has altered existing educational arrangements, threatened conventional ways of doing things, and consumed funds others wanted. It has forced governments to develop new administrative structures and to examine how the life-long learning requirements of society can best be met. If it continues to be well cared for, the community college may provide some of the most promising educational achievements in the country.

How to portray such diverse, bumptious, self-assertive and irreverent institutions across Canada as community colleges is an intriguing exercise. Should commentary be confined to the college as an institution? Should major attention be given to the learner - the locus from which all college activities ought to diverge and converge? Should the Canadian college "movement" be viewed from the east-west perspective of the country in all its diversity? Or, given the jurisdictional walls built by the British North America Act (1867) that segregated education province by province, should the emphasis be upon provincial systems? This article will view colleges as systems - their multiple origins, current operation and challenges. A summary of characteristics and a note about terminology will be followed by the history, structure and function of each system, concluding with an evaluation of issues now confronting colleges throughout Canada.

evolving identity

Canadian colleges exhibit in varying degrees: ease of access, comprehensiveness, community outreach, emphasis upon the teaching/learning process, commitment to flexibility.

access

At the heart of the college system (as well as the university system) is its admission policy. Colleges hold to the conviction that all citizens are educable; that educational opportunities must be available beyond the existing school and university systems to include a broader segment of society; that post-school education should be available within commuting distance (except in sparsely populated areas) for the many rather than the few. Implied in the community college "open-door" concept are some assumptions: low cost to students; psychological accessibility; diversified curricula; the option of leaving traditional academic pursuits temporarily to gain learning through other experience; careful counselling; the opportunity to change direction while in college; more educational scope and thus more career possibilities for the part-time student beyond the conventional school age.

comprehensiveness

The term 'comprehensive' although employed extensively in college literature, has no uniform meaning across Canada. In some provinces (Alberta and British Columbia, for instance), it implies a curriculum including: two years of university-level studies; career programms leading directly to employment;

remedial-development programmes and a variety of recreational, thematic and general education studies. Elsewhere, as in Ontario, colleges explicitly provide a vocational alternative to universities. Here, "comprehensive" suggests a range of remedial, general and technical studies and training leading to almost every other destination than a university. In Quebec, colleges are considered stage three in a comprehensive four-tiered total system (primary, secondary, college, university). Institutes of technology, agricultural colleges, marine schools are not included in legislation governing community colleges. However specialised, they are certainly comprehensive vocational colleges and, as such, are included in a broad definition of community college.

community outreach

The community orientation of a college is determined by college philosophy, its leadership, its location (city centre, suburban or rural), the educational services asked for by the community, and its relationship to other educational institutions and agencies. There is no agreement as to what "community" in a college title signifies. In British Columbia, not a single college uses the term community in its title although a student outside of a given college district is obliged to pay higher fees than a resident. In Alberta, the government forbid the use of the term "junior" in college titles and encouraged "community". However only two colleges in Alberta include "community" in their titles; one uses "regional". Colleges of applied arts and technology in Ontario were not allowed to use "community" when the names for individual colleges were being considered. Many college administrators in Quebec would reject outright the implications of the term 'colleges communautaires.' (nonetheless Dawson College in Montreal pays nearly one million dollars rent annually for over one hundred different facilities in order to serve its community).

From the point of view of curriculum, "community" cannot be interpreted to mean merely that the programme of instruction has been designed to meet local needs alone. To a degree not formerly anticipated, Ontario colleges are developing distinctive programmes attractive to people outside a local vicinity. Indeed, many colleges across Canada offer instruction in subjects where no local employment possibility exists. In Saskatchewan it is estimated that one out of every three technical institute graduates each year leaves the province in search of employment. In sum, all colleges do have a community dimension, however interpreted. Some institutions may specialise in programmes of local interest. For others, the community may be the province and beyond. For most colleges, especially as it concerns the local part-time student or the mature student over 18 (20 in Quebec) who lacks appropriate admission qualifications, "community" means the promise to promote the cultural, intellectual and social life of the district above and beyond regularly scheduled day and evening classes.

teaching/learning process

A college does not exist exclusively for the university, or for industry and the professions or an elite; it provides also an oasis to which workers, youth and all who seek to learn, can regularly return. Increasingly, work and study are being interwoven throughout a lifetime. And, while it is a fact that much has been done to open colleges to all sorts of people, insufficient attention has been given to adjusting the method and content of education to meet their needs.

Colleges are teaching institutions. Whereas university faculty, in addition to teaching, are obliged through scholarly research and consulting, to contribute to the advancement of knowledge, college teachers are expected to give highest priority to excellence in the teaching/learning process. This is not to suggest that college instructors do not value research or that colleges ought not to conduct institutional research. The point is, rather, that a college is a community of learners, not a community of advanced scholars. In this context, the centrality of the individual learner is paramount.

flexibility

In their commitment to flexibility, colleges have set for themselves formidable and lofty goals; to generate motivation among students whose experience in secondary school turned them off learning; to serve effectively new economic and social classes; to establish classrooms anywhere in the community - high-rise, storefront or church basement; to break the lock-step time bind in the traditional pacing of education; to offer persons of all ages the means of self-fulfillment. Thus dedicated, colleges must search out fresh approaches and serve new constituencies with zeal and imagination. Short-term study, remedial-development programmes and opportunities for re-entry of all age groups into vocational and general studies demand sensitive and often unprecedented mechanisms for adult learning.

terminology

A word about terminology. 'Transfer' denotes studies providing credits toward a baccalaureate degree. This term creates difficulties as community college systems develop and inter-institutional relationships increase. Programmes are being developed for articulation among many kinds of institutions. Indeed, students who have met the requirements for a university degree are attending a community college for specific technical training prior to employment. 'Junior college' denotes an institution whose programme of studies is confined largely to the first year or two of studies leading to a baccalaureate degree given elsewhere. There are few such public institutions now left in Canada. 'Post-secondary' is an inclusive term referring to all post-high school institutions, including universities. It does not indicate clearly, however, that a third level or system beyond the primary and secondary system has come into being in Canada consisting of two categories: degree-granting and non-degree granting institutions. A better term, one that incorporates both these divisions is 'tertiary'. In English-speaking Canada, 'college' designates either a part of a university or a non-degree granting institution whose emphasis on vocational training makes its purpose quite different from that of the university. The chief executive officer of a college in Alberta and Ontario is called 'president', in Quebec, 'director general' and in British Columbia and Saskatchewan 'principal', in Manitoba, 'director'. A variety of titles are used in the Atlantic provinces. A 'community college' is a locally orientated, tertiary level, non-degree institution offering general and specialised programmes for full-time and part-time studies. The normal duration of college studies is two years for those proceeding to a university and up to three years for those intending to enter the labor market directly.

statistics

Recent figures from Statistics Canada (1971-72) showed a total full-time enrolment of 95, 868 in technical programmes in colleges and related institutions, 54, 834 enrolled in university transfer programmes, for a combined total of 150, 702 college students. There were in 1970-71 about as many full-time teachers in Quebec (4, 003) as there were in the rest of Canada (4, 056). About 26% of the instructional staff in Quebec were female; in Canada as a whole, less than a quarter (23%) of the teaching staff were female. The median salary for males was $10,456; the median salary for females was $8, 075. The median salary of educational staff in Canada was $11, 549. Ontario was slightly higher ($11, 939) and the Atlantic provinces were lower ($10, 233).

The median years' experience of all educational staff in Canada was approximately $2\frac{1}{2}$ years - slightly less in Ontario and a little more in western Canada. In the Atlantic provinces 80%, in Ontario 66%, and in the western provinces 65% had no experience working in another post-secondary institution. The median years' experience in industry for all educational staff was nearly four year. Of some 5, 000 full-time administrators, teachers and assistants in Canada's colleges (excluding Quebec): a doctoral degree 3.5%, a master's degree 27%, a bachelor degree 40%, no degree 29%.

British Columbia

No Canadian college system resembles more closely the American community junior college pattern than does that of British Columbia. At the same time, the early affiliation of B.C. colleges was peculiarly Canadian. Between 1903 and 1915 Victoria College (now The University of Victoria) was affiliated with McGill University although administered by the Victoria School Board and later, under the same administration, affiliated with The University of British Columbia (which also had been affiliated with McGill). The close alignment of colleges with school boards remains a salient characteristic of B.C.'s college system. (More than 43 of approximately 78 school districts are involved in the operation of colleges).

The architect of B.C. college development in the 1960's was undoubtedly John B. Macdonald. His report in 1962 "Higher Education in British Columbia and a Plan for the Future" recommended the establishment of two-year colleges for designated communities. Amendments to the Public Schools Act in 1958 permitted the formation of school district colleges "in which tuition in first and second year university work is offered by authority of a board of school trustees." Until 1963, colleges were obliged to be affiliated with the University of British Columbia. Amendments to the Public Schools Act in that year provided for the establishment and government of colleges as a responsibility of locally elected boards of school trustees and generally facilitated the implementation of the Macdonald Report. A college could be established only after citizens had passed a plebiscite (approval in principle) and a referendum (approval of specific local taxation for capital costs). School boards were easily successful in plebiscites; nearly everyone wanted a college. Referenda did not fare so well. Of the three in the province put to ratepayers by school boards only one suceeded (supporting Selkirk College). In February, 1970, the government introduced major amendments to The Public Schools Act: vocational schools

were to be "melded" with adjacent colleges; distinctions between regional district colleges were abandoned; the principal was removed from the voting membership on the college council (board of governors) but his authority as chief executive officer was more clearly defined; council would consist of two members appointed by government, the district superintendent of schools (since removed from council membership), school board appointees and community representatives appointed by government. Provision was not made for faculty or student representation.

Nine comprehensive colleges currently offer university transfer and career programmes; one institute of technology concentrates upon technical training and studies at a high level of proficiency. Three colleges are located on the lower mainland, two on Vancouver Island and four in the interior. Seven colleges now have vocational divisions, which in British Columbia terminology means less technically sophisticated training for employment. The colleges are comprehensive and emphasise the "open door" admissions policy. In a survey of grade 12 students within college districts conducted by John Dennison and Alex Turner in June 1972, students consistently were attracted to the nearest college as their first choice for further studies rather than the university.

The NDP government, elected August 30, 1972, has promises to keep which bear on the college system. For example, a board of governors has been assured for BCIT. Already the government has assumed full costs of college capital development and the possibility of an experimental college "without walls" in the Fraser-Delta region is being explored. A recently appointed commissioner of education, John Bremner, is probing, advising, consulting in all areas of education including the colleges and their articulation with the universities and BCIT.

British Columbia and Alberta both give considerable autonomy to colleges. Unlike Alberta, however, British Columbia has not in the past received adequate fiscal support nor has it yet developed a long range plan based on government sponsored research.

The enrolment of full-time students in all B.C. colleges in the fall of 1971 was 11,492; of these 5,707 were registered in technical programmes (half of whom were registered in BCIT) and 5,785 in university transfer programmes (one third of whom were enrolled at Vancouver City College).

Alberta

Alberta had neither a 'revolution tranquille' as did Quebec, nor an industrial complex, as did Ontario, to force a dramatic change in the educational structure. Rather, the college system simply evolved, precedent upon precedent, safely watched over by a stable government that had enjoyed the continuous confidence of the people for 36 years since its election in 1935.

Managed by locally elected school boards and funded by local taxation, a public junior college was established first at Lethbridge in 1957 under provisions of The Alberta Public School Act. The Public Junior Colleges Act, 1958, required junior colleges to be affiliated with a university and to be supported in part by local taxation. Colleges developed at Red Deer (1964), Medicine Hat (1965), Grande Praire and Calgary (1966). New legislation, The Colleges Act, 1969, realigned the existing system and added to it the Alberta Colleges Commission, a nine-member board having wide financial and other regulatory powers. Under the 1969 legislation colleges became independent of local school divisions and support by local taxation was replaced by provincial financing. A revised structure for college boards provided for eight members including five selected by the government, the president, a faculty and a student representative. (Other provinces having student and faculty board representation are Quebec and Saskatchewan). As before, colleges were to be comprehensive, offering career, university parallel and general education programmes.

During 1969-70 there were two major developments. A government white paper, 'Post-Secondary Education Until 1972,' announced the establishment of a new university and community college in the Edmonton area. Later the government commissioned Walter H. Worth to study the province's educational system. His report 'A Choice of Futures', three years later made sweeping recommendations concerning colleges. For instance, it proposed (what since has been implemented) the dissolution of the Alberta Colleges Commission and the Alberta Universities Commission and the creation of a department of advanced education (to work with the existing department of education). All colleges, institutes of technology, agricultural and vocational schools now come under the department of advanced education. Before the Alberta Colleges Commission was dissolved in March, 1973, it had conducted an extensive and much respected programme of research and planning, including a 'Master Plan For Non-University Colleges', published in September, 1972.

The total enrolment of full-time students in non-degree colleges in the fall of 1971 was 10, 845, of whom 8, 577 were enroled in technical programmes, and 2, 268 in academic transfer programmes. About two thirds of the technical students (5, 861) were in the two institutes of technology. Over one half of the students enroled in academic transfer programmes attended Mount Royal College. There were no academic transfer students in the technical institutes.

Saskatchewan

Saskatchewan governments have broken new ground with social legislation and the 'Community Colleges Act' of 1973 promises to be no exception. The act permits the formation of regional college boards with authority for all adult programming in their respective area. It establishes a college system without a campus or new buildings; it envisages adult learning (as distinguished from schooling) as a fundamental process of democratic society that begins where people are and on their terms; it sees a bureaucratic superstructure as unnecessary; it takes pains to root decision-making powers of the colleges in the rural and small town life of the prairies.

The province has been some time getting to this adventuresome point. In the thirties, there were seven "junior" colleges in the province, a number of them church related. Most of these either affiliated with the University of Saskatchewan or became high schools. The first adult education branch of the department of education was established in 1944. Between then and 1950, there was an extensive adult education "lighted school" programme coordination by regional field men assisting communities in the development of the arts, public affairs and human relations. The Centre for Community Studies, created at the University in 1957, gained national recognition for its approach to rural community development. By 1966 the Centre had been disbanded and the adult education branch was phased out, and the regional field staff withdrawn. In 1967, a committee chaired by President J.W. Spinks of the University of Saskatchewan urged that a "middle-range" college system be established. An advisory committee reporting to the mininster of education proposed in 1970 that a system of "colleges of applied arts and sciences" be instituted in the province's four largest cities. The committee's report included draft legislation.

A new government, elected June 23, 1971, convened two conferences to assess the proposed draft legislation. They found it wanting; the proposals seemed too traditional, too little concerned about people and about rural community development. Setting the draft aside, the minister of education charged an advisory committee with responsibility to search the province for a more appropriate concept. Fifty meetings were held involving some 3,000 citizens. The committee reported on August 15, 1972, recommending a provincial system unlike any other in Canada. The key word is not "college" but "community". Faculty will have little to do with college operation. Permanent staff, like permanent courses, are to be avoided where possible; instead, the college will use local resources and will contract services from universities and technical institutes. Full use will be made of regional and provincial libraries and other government agencies. The chairman of the college advisory committee, Ron Faris, was commissioned to explore the possibility of creating an education communications corporation. His 'Saskmedia Report', June, 1973 envisages integrating college and communications development using the regional library system as the provincial media distribution mechanism. Four pilot areas, each with unique demographic characteristics, already have been investigated by a college developer, boards have been appointed and principals hired. More colleges are to come. In short, Saskatchewan has launched an experiment to determine if a provincial community college system can be created in which learning is disassociated from an institution and lodged in the community. The implications of this undertaking are far-reaching. To put power in the hands of learners rather than institutions leaves conventional educators disturbed and some politicians apprehensive.

Saskatchewan is continuing, meanwhile, to be served by three institutes of technology governed directly by the department of continuing education, colleges branch. On September 1, 1973, the Saskatoon institute changed its name to Kelsey Institute of Applied Arts and Sciences; the Regina institute is now called Wascana Institute of Applied Arts and Sciences. The name of the Saskatchewan Technical Institute at Moose Jaw remains unchanged. Statistics Canada 1971 figures indicate that the full-time enrolment of these institutions was 2,101, almost half of whom are women.

Prince Albert Regional Community College and Vocational Centre, established some years ago is not yet incorporated within the 1973 legislation.

Manitoba

Manitoba shared with its sister prairie provinces a tradition of private church related colleges and public technical schools. Following the election of the NDP government June 25, 1969, the Manitoba Institute of Technology and two vocational schools were renamed as community colleges in 1969 although their structure and function remained largely unchanged. The colleges are managed not by a board of governors but directly by the department of colleges and university affairs.

A task force on post-secondary education established in February 1972, under the chairmanship of Michael Oliver, president of Carleton University, recommended in a preliminary report in January 1973, major reforms affecting colleges. The task force proposed that a commission on post-secondary education be formed and that post-school education be regionally organised. Winnipeg was to be divided into two regions, one responsible for francophone education within the city and throughout the province. The remainder of the province was to be divided in four regions. Regional coordinators would assist communities in contracting services with universities and community colleges. The task force was critical of centralisation, inflexibility and lack of local control within the existing structure. It urged administrative decentralisation, especially within the provincial government offices, less dependence upon federally funded adult retraining and a system of financing each college separately.

In the three colleges at Winnipeg, The Pas and Brandon there was a total of 2,555 full-time enrolments in the fall of 1971, approximately 65% of whom were men. There are no university transfer programmes in these colleges.

Ontario

One of the more spectacular developments in the history of Canadian education was initiated on May 21, 1965, when the then minister of education of Ontario, William G. Davis, introduced Bill 153, 'An Act to Amend the Department of Education Act' to provide for the immediate development of a system of colleges of applied arts and technology (CAAT). Davis defined the situation as a crisis. In the past, Ontario had attended to such crises by alteration or addition to its secondary or university systems. The new college bill created, however, an entirely new system of post-school institutions as a valid alternative to universities and not as feeder stations for them. Twenty colleges were put together

in the course for a few months. Some were created from scratch; others incorporated the four existing institutes of technology, three vocational centres, the Haileybury School of Mines, and three institutes of trades.

The CAAT system, let it be emphasised, was intended not to be a mere aping of the American junior college model, which is largely based on the university transfer system, but rather a genuine alternative to the university with functions different from it and with a deep commitment to local communities. (There is still no university transfer route within the Ontario system although the universities of Ontario have agreed to admit with advanced standing college graduates on the basis of individual merit. The emphasis, however, is upon the so called career student, the student being prepared by the CAAT system for paraprofessional occupations in business, industry and public services of all kinds).

The rationale for Bill 153 can be briefly summarised. First, it made sound political sense somehow to cater to the training needs of a legion of high school graduates across the province who needed technical training for employment but who were either unable to unwilling to gain admittance to a university. (The fact that the federal government had made available to provinces a handsome programme of financial support for vocational training - support not available for purely academic programmes - probably contributed to the provincial government's enthusiasm). Second, the heated industrial economy required more competently qualified manpower. Third, the government already had put into train massive reforms expanding the secondary and university sectors; required now was a host of full-time and part-time opportunities for those citizens who had not previously been served at all. Finally, a new stream of high school graduates whose training did not prepare them for entry to a university would graduate in 1966 and be turned out on the labor market. The colleges were to bring equality of educational opportunity to high school graduates for whom hitherto the only alternative to university had been the world of work.

Today the aspiring student can attend 14 publicly supported universities, one privately supported university, eight teachers' colleges, one polytechnical institute, a college of art, four colleges of agricultural technology, 56 schools of nursing and a number of professional schools in addition to 22 CAATs - the latter having campuses in over 50 cities and towns. As of September, 1973, all schools of nursing in Ontario are incorporated into the CAAT system. Financial control of the colleges rests with the ministry of colleges and universities through the college affairs branch. An advisory group to the minister, the Ontario council of regents, consisting of 15 members appointed by the government, advises on new programmes and matters other than financial. Allocation of funds rests with the branch. Each college is organised as a separate corporation with a 12 member board of governors. The college president is an ex-officio member.

As in Quebec, the government of Ontario in the 1960's used the post-school, non-university system generally as an instrument of social reform and to provide access to further education for any citizen willing and able to make use of it. The new institutions, together with existing ones were funded lavishly. The government has been equally generous in fiscal support systems for individual students. The question in the late 1960's was whether college and university costs should remain such a high priority. A commission to inquire into this and related post-secondary matters was established on April 15, 1969; its final report, 'The Learning Society' was submitted December 20, 1972.

What concerned the commission was the limited degree of decision-making powers within individual colleges. Given a centralisation of power, local initiatives may be thwarted, thus making a community college a contradiction in terms. Students and faculty, for example, are not represented on the board. (About half the colleges now have faculty and student observers at board meetings; there is increasing pressure to have them appointed to the board). Further, under the Crown Employees Collective Barganing Act, negotiations for Ontario's 2, 547 college instructors in 1970-71 were conducted at the provincial level by the Civil Service Association of Ontario. In sum, colleges are dominated by remote forces to a degree that universities would never tolerate.

While government initiatives have proven beneficial in the birth and growth of colleges, a larger degree of decentralisation and freedom for individual colleges to serve society in a multiplicity of ways is clearly called for. The commission proposed that individual CAATs wishing to award distinctive bachelors' degrees to students who had successfully completed appropriate three-year programmes should be permitted to do so. Colleges raised dissenting voices. (One would have thought that the case had been made to diminish rather than to enhance the significance of paper badges. That a "peoples college" graduate had the right to be judged on performance rather than institutional certification seems axiomatic.)

The total full-time 1971-72 enrolment in the 22 CAAT colleges and other non-degree institutions including the College of Art, Schools of Agriculture, and Horticulture but excluding Schools of Nursing and Ryerson Polytech was 37, 981. From 1970-71, the CATTs experienced a 20% enrolment increase. While the total enrolment of the whole system represented 20% of the 18-24 age group, the freshman intake corresponded to 52% of all 19- year-olds in 1971.

Quebec

It remains to be determined whether Quebec's quite revolution in education has spent its force and has enhanced efficiency and fairness without diminishing freedom and initiative. Certainly the scope of educational reformulation over the past decade leaves the outsider awed and disbelieving. Roman Catholic churches, schools and colleges, once the enthronement of power and prestige, have given way to the forces of the secular city. By the spring of 1966, a department of education had been established - the first in the history of Quebec. Secondary education had expanded rapidly, urbanisation had increased,

the birth rate had declined. Whereas anglophones were once privileged, powerful and secure, they were now forced to look anew at their language rights, their educational and economic privileges or risk losing them. While extraordinary efforts were made to preserve certain elements of traditional Quebec culture, reverence for the past had become transformed into a passion for the present, a resolve to be 'maîtres chez-nous'. Towards that end, the educational machinery had to be totally overhauled.

Prior to the 1960's, education in Quebec was largely either catholic and French or protestant and English. For the French, education was largely the prerogative of the church; the English were given free reign to operate as they saw fit. (Anglo-catholics had carved out their own existence within the French-catholic sector). A critical turning point in the 'ancien régime' occured in May, 1961, when the government set up a Royal Commission of Inquiry on Education chaired by Monsignor Alphonse-Marie Parent. The commission - balanced and authoritative - became the architect for massive reforms in the educational structure. Volumes two and three of the report, issued in October 1964, recommended the formation of "institutes" - comprehensive institutions for post-school students preparing them either for university or employment. In June, 1967, the National Assembly passed a bill creating 'collèges d'enseignment général et professionnel' (CEGEP). By September 1967, twelve CEGEP (colleges of general and vocational education) had been formed and within five years some thirty-seven dotted the province. Currently there are four English language colleges in the Montreal area. In addition there are twenty-eight private fee-paying colleges financed 80% publicly.

As a rule, CEGEP were not created afresh but were built from a reorganisation of existing institutions including normal schools, classical colleges and technical institutes. Administered by a public corporation comprising representatives of faculty, students, parents and community, the colleges offered, tuition free, an astonishing breadth of programmes with striking contrasts between rural and urban settings. Taken together, the overriding purpose, in the words of the Parent Report, was to provide opportunities "for everyone to continue his studies in the field which best suits his abilities, his tastes and his interests up to the most advanced level he has the capacity to reach." There exists now a certain number of regional colleges whose primary goal is to respond to an area larger than a local district. While the CEGEP are autonomous public corporations, they depend for revenues wholly on the department of education. The departmental agency 'Direction générale de l'Enseignement collegial' (DIGEC) regulates budget and issues guidelines regarding curriculum and administrative structures.

Quebec is the only province where university bound students must enrol first in a community college. Before the CEGEPs were created, Quebec had one of the lowest university ratios in all of Canada. The CEGEP and the creation of the Universite du Quebec in 1969 gave francophone students greater access to the university studies and substantially increased university enrolment.

The growth of the CEGEP system has been steady though uneven and restive. Given the enormity of the sociological, as well as educational changes, it is understandable that pressures would develop inside and outside college walls. First are the strains of change and growth. Curricular problems, inadequate facilities, shifts from classical studies to technical programmes, administrators attuned to past needs and student anxiety about employment were among the factors contributing to a province-wide student strike in October, 1968, that closed the CEGEP for a while. Recently the government found itself in a hail-storm of controvery after its decisions to reclassify instructors. Particularly hard hit was the English element. Second, financial strains, while not unique to Quebec, are especially difficult to bear when exacerbated by inadequate facilities. Third, a collision between the rhetoric and reality of the CEGEP is inevitable if CEGEP continues to nourish doctrines of social justice and full employment and then finds that jobs cannot be found for the graduate. These questions are currently being given intensive study. The Superior Council of Education, an independent advisory body to the Quebec ministry of education, has accepted a request by the education minister to undertake an extensive evaluation an assessment of the programmes, administration and objectives of the province's CEGEP. It will report in late 1974. Considering the corps of masters the CEGEP is obliged to serve - parents, government, industry, professions, taxpayers, not to mention students (with rising expectations) and faculty (with reclassification difficulties) - the present success of the CEGEP is a great tribute to CEGEP educators.

Enrolment of the 12 original CEGEP in 1967 totalled 10,000. Latest available Statistics Canada figures (1971-72) show enrolments of 82,000 students with approximately 46,000 involved in general education and university transfer programmes and 36,000 in career programmes. Of the latter, over half are women. The CEGEP has made an outstanding contribution to increasing the proportion of women in post-school education. In 1969, 25% of the graduates were women; by 1971, the percentage had increased to 50%.

Atlantic Provinces

There is a long history of post-school education in the Atlantic provinces. It appears, as elsewhere, to be determined as much by politics, race, religion and geography as by educational need. A number of colleges serve a variety of constituencies in the Atlantic provinces - institutes of technology, an agricultural college, a navigation school, a land survey institute, a college of fisheries and marine engineering and electronics - but these do not yet function as a system comparable to those in other provinces. The Atlantic provinces tend to hold to the concept of technological schools without boards of governors, managed directly by government departments, as in the Canadian west. A variety of pressures, including the opportunity to share available federal resources among the four provinces is hastening movement towards college systems with more community control.

A bill to establish the New Brunswick Community College Board and the Maritime Provinces Higher Education Act became law in New Brunswick during the summer of 1973. The community college legislation will divide the province into seven regions, each with its own board. An overall group

will advise the minister of education on appropriate patterns of non-univeristy development and act as a coordinator and policy body for regional boards. Existing institutes of technology may also be coordinated with the college programme.

'The Maritime Provinces Higher Education Act,' already enacted by Nova Scotia and Prince Edward Island, empowers the three provinces to establish a Maritime Provinces Higher Education Commission to assit planning in provinces and institutions.

Of special interest is the new approach to the retraining of unemployed at Holland College, Prince Edward Island. The only community college on the Island, Holland College was founded in 1969 and modelled on Ontario lines. It has developed a programme called STEP (self-teaching and evaluation process) which has created a stir of interest and could be emulated elsewhere with profit by colleges.

In Newfoundland, a Royal Commission on Education and Youth urged, in 1968 the establishment of community colleges; so far, there are two technical institutes and a number of vocational schools. In June 1973 a regional branch college of Memorial University was created at Corner Brook with plans to introduce a full two-year programme before September 1974. The comprehensive college concept was bypassed.

In Nova Scotia, six colleges offer instruction at the post-school level; two institutes of technology, a land survey institute, two marine schools and an agricultural college. The latter offers three years towards a degree programme as well as technology programmes. None has boards; all are controlled by the department of education.

Full-time figures (all technical programmes) in the fall of 1971 were: Newfoundland, 848, Prince Edward Island, 391, and New Brunswick, 702, Nova Scotia enrolled a total of 934 technical students and 164 university transfer students. In the Atlantic provinces only 10% of the 259 teachers were female as compared to 22% in western Canada and 23% in Canada as a whole.

Issues

The first issue involves the partnership between government and colleges. The long-term coordination and administration of colleges is currently a concern of most provincial governments. While direct government administration of colleges is inappropriate, there is a clear public demand for greater planning and coordination and economy.

There are at least four patterns of provincial government management of colleges: (a) direct establishment and operation of institutions - a pattern now largely confined to institutes of technology in western Canada and the Atlantic provinces; (b) a triangular partnership between the government, the colleges and the school district boards - a pattern now existing only in British Columbia; (c) much delegation of provincial administrative responsibility to college boards which are coordinated by a provincial commission - a pattern operating in Ontario; (d) a partnership between the department of education and college

boards supplemented by non-governmental college associations, as in Quebec. In all of these approaches, the contribution of the federal government is subtle, usually disguised, but nontheless substantial to the capital and operating costs of every public college.

There is no national consensus as to what the proper relationships between Canada's eleven governments and its colleges ought to be. Because tertiary education involves trained manpower, research and other services essential to the national well being, it is inevitable that the federal government should be directly involved. In fact, there are thousands of buildings housing technical programmes within all educational levels which exist largely because of federal policies of enticement during the 1960's. And yet Canada clings to the fiction that education is not a national problem needing national planning (while provinces willingly accept federal dollars, often with minimal acknowledgement, and proceed with them to manipulate provincial interests). Provincial boundaries are compartments within which the nation's educational needs are provided for. Inevitably, the irrationality of this system leaves critical areas of imbalance. The responsibility of the federal government in tertiary education needs wide and continuing debate. Mechanisms need to be established for regular communication with a variety of federal government departments if community colleges are to make their maximum contribution to the national life.

Much more public debate is needed to work out the means through which Canadian colleges and their communities can expedite the national, social and cultural goals as determined by the government of Canada. An examination of the extraordinary diversity of college-government relationships and the national interest might give rise to such questions as: How is the national concern for trained manpower and the transmission of cultural values to be effected on an on-going basis? How is the public's right to have their community colleges give adequate community services to adults best assured? With increased governmental control, how is local initiative to be maintained? How long do we want the federal government to remain a silent (albeit substantial) partner in the operation of colleges? How can centralisation of decision-making powers increase without losing local distinctiveness and flexibility?

status

A second issue concerns the status of institutes of technology in Saskatchewan, British Columbia and Alberta and potentially, the Atlantic porvinces. All are managed directly by departments of government; all personnel are civil servants. In Quebec, Ontario and Manitoba, existing institutes were absorbed into the college system as it developed in these provinces. Ryerson Polytechnical in Ontario was an exception. In Saskatchewan, however, a recent request of the institutes to have "college" in their titles was refused, presumably to emphasise their distinctiveness from colleges currently under development. In Alberta there has been much debate as to whether the two institutes of technology should be included operationally in the community college system. Provision was made for such an eventuality in the College Act, 1969.

The status of the British Columbia Institute of Technology in the post-school non-degree system of B.C, (the only province with a single institute) is of special interest. Opened in 1964. lavishly equipped, it is operated directly by the department of education. BCIT has enjoyed an outstanding reputation among students, industry and other academic institutions. It attracts highly qualified students (frequently it is more difficult to gain entry to BCIT than to B.C. universities), gives them rigorous formal training and practically gurantees them employment. Placement has been nearly 100% of the first seven graduating classes. On the other hand, critics assert that its scope has been insufficiently comprehensive, that its association with industry has been too close, its instructional mode too formal and prescribed, its administration within the civil service insufficiently flexible.

In the three western provinces in particular, the question appears to be whether greater coordination, more equitable distribution of funds, and better planning at the provincial level and more effective service (less duplication and competition) to students at the local level would result if institutes were to be administered as other colleges are, while at the same time maintaining their specialised character and the high level of public appreciation they currently enjoy. An additional question is whether the institutes should become, as Ryerson Polytechnic has, degree granting in particular programmes.

need for research

A third issue concerns what is not known about colleges. Education is Canada's biggest industry. One of every three persons is either a teacher or a student or employed by an educational institution. Twenty cents of every tax dollar raised from all sources goes to education. Colleges are not inexpensive. According to the Worth Report, an estimate (1970) by the University of Alberta to maintain a first-year student in the faculty of arts was $1,726; the average per student expenditure in Alberta's colleges and institutes was $1,967. Ontario has spent more than 300 million dollars so far in capital investment alone in colleges. On September 26, 1973, the minister of education in British Columbia announced that her province would be spending one hundred million dollars over a five-year period on a greatly accelerated programme to increase the number of colleges and to provide existing institutions with better facilities. (While these figures indicate a considerable investment in college level education, Canada still has fewer college students proportionately than the United States). In view of college costs, it seems extraordinary that so little research, planning and publication has been undertaken.

The 1970's require a continuous study of a model or models against which to test the effectiveness of particular types of institutions in achieving societal goals. We have seen (and are seeing) the creation of entirely new provincial systems of post-school education to serve a new clientele. Lacking in most provinces prior to the creation of these colleges systems was a carefully constructed long-range plan. Federal money was found to be available; politicans decided that more institutions were needed and suggested that more was better.

The more young adults there are in a classroom for a longer period, the greater the number off unemployment insurance rolls (and the street), the better things are. Impressive as more is, however, the net effect is not known. Little effort has been made on a national basis to study the flow of students through secondary school into various types of institutes, colleges and universities and from there to employment. From a Canadian perspective, the lack of in-depth analyses and the shortage of statistical information about the operation of colleges is something of a disgrace. Very little is known about the mature adult students,where they have come from, why they are studying and what they are going to do. Greater scope and intensity of institutional research and provincial analysis are required throughout the country. Other provinces might well emulate the superior research programmes of the Alberta Colleges Commission, and that of the 'Fédération des CEGEP.' The Federation is controlled by the colleges but supported with provincial government funding ($8,000 basic contribution per college plus $5,50 for each full-time student exceeding 1,500 but not more than 2,565). The Federation, by virtue of its independence and generous funding, is able to respond authoritatively to college-defined needs for research and information sharing, and to speak with one voice on behalf of all the colleges. Its independence was amply demonstrated when it successfully opposed government attempts in 1973 to legislate new academic regulations for the colleges.

interprovincial communication

A fourth issue concerns the need for various groupings of college personnel in Canada to meet with one another and discover the ways in which colleges sensitively reflect the social climate, the wealth, the mood for change and above all the political forces (the ultimate decision-makers) operative in each province. Every province has responded to its non-university further education needs in a distinctive fashion. For years, American literature, American models have been the guidelines. The opportunity now exists to study some remarkably creative social inventions right at home. Yet the chance to do so on an interprovincial basis is extremely limited. Some provinces virtually forbid out-of-province travel for college personnel. The Association of Community Colleges in Canada, with headquarters in Toronto, has support across the country. Founded in 1970 (with American support, the Kellogg Foundation), it serves as a national clearing house for information, research and as a liaison among colleges. Although its leadership is greatly needed, and its potential capacity to serve the information and planning needs of colleges virtually unlimited, it is seriously underfunded. Other national enterprises that could also serve colleges on an interprovincial basis are foundering for want of support. The government of Canada has not clearly stated its role in education and has not given adequate federal support to national voluntary organisations.

certification and standards

A fifth issue is the problem of certification and standards. Colleges, by and large, have not invested substantially in the professional growth of faculty. Colleges have proclaimed themselves to be "teaching institutions", yet the quality of the teaching/learning <u>process</u> is woefully inadequate. Many instructors do not know how to teach and are not helped to know. The annual residential seminars in Banff sponsored by the Canadian Community Colleges Institute entitled, "Excellence in the Instructional Process" have given leader-

ship in facilitating in-service training programmes. But colleges themselves clearly ought to solve the professional questions inherent in collective bargaining and certification. If they do not, other institutions will.

rhetoric and reality

A sixth issue is the cleavage, now becoming acute, between the rhetoric found in college calendars and the reality. The performance of colleges in community outreach, in programmes for persons beyond the conventional college age, in counselling, in imaginative work/study opportunities for students, needs serious examination. (Concerning the latter, a happy exception is the Quebec invention of the college 'animateur' - a teacher/counsellor who facilitates the out-of-class learning interests of students). In a word, there are those who seriously question the capacity of colleges, institution-bound as so many are, to provide valid learning alternatives to traditional modes of learning. The notion that colleges are altering class lines in Canada and contributing to the greater social mobility and democratisation of Canadians is a dubious proposition. Indeed, the opposite may be the case. In any event, colleges must tenaciously resist the pressures to become status quo, middle class organisations. Accessibility needs to be greatly enlarged; the barriers - psychological and spiritual - which deter young and old alike from going, or at least returning, to college must be overcome, if current college rhetoric is to tell it the way it is."

Professor G Wills,
Cranfield College
of Technology.

THE MARKETING OF EDUCATIONAL SERVICES

"It cannot be long now before the more progressive educational establishments in Europe establish 'Marketing Service Divisions' to coordinate the plethora of marketing activities which any university or college undertakes. This would seem to be inevitable because of the increasingly competitive nature of the marketplace in which educational services are offered both to actual and potential customers. It would also seem to be necessary in the face of the emerging professional skills of marketing which afford the opportunity for considerably improved cost-effectiveness in the area.

That attitude towards educational planning which suggests that the eminent educationalist knows best, and that the task of marketing is simply to secure student enrolments, is waning fast. Not only have the pavé thrown by students at the Sorbonne, and the sit-ins in our own universities and colleges, focussed attention on the newer attitudes of participation or consumerism in education; equally, the errors made in educational provision over the past ten years, with the imbalance between demand and supply for arts and sciences, have inculcated some nascent sense of humility.

Marketing practitioners have travelled this road before. The dying attitudes were dubbed production orientation in industry; they were superseded by sales orientation which sought to place more and more emphasis on 'selling' what producers still believed to be right for the customer. Only finally in the fifties and sixties did the customer get involved with planning what could be made in the first place, and have an opportunity to participate in the formulation of products from their inception and in the ambience in which their marketing took place. The record, however, is clear. Devoting extra attention to what the customer thinks before the product is made avoids costly mistakes and quite often ensures a better allocation of resources. How can these lessons be translated to educational services without sinking (necessarily) to the level of 'special offers' and 'plastic daffodils' with every 'A' level pass achieved?

Step I: Market Identification

The starting point for effective marketing action is always a careful identification of precisely who the market is - in terms of actual and potential customers. Once these are identified, the buying process through which they go must be examined.

Market definition is a hazardous process, although at first flush it seems simple enough. Universities, generally speaking, get their students either from school 6th forms, or from other colleges; so do polytechnics. But for Further Education colleges and for post-experience work in the tertiary sector generally, the potential student will often be at work. Although well tried ways of reaching

people in sixth forms (such as Careers Masters) or at work (via notice boards) do exist, they often fall short of what is required. In particular, they normally fail to reach the potential customer who simply does not realise he or she is a potential customer.

As well as identifying the market, colleges must necessarily 'segment' it also. Limited resources are one of the obvious constraints. The need to concentrate effort if what is to be done is to be top quality for the need in question, is perhaps an even more real constraint. Choosing between the available alternatives can only sensibly be done in the context of marketing information. Too often it is done on the basis of political strength or even historical trends.

Whilst it has already been suggested that under a marketing approach everything is done to ensure that the educational service offered is what the customer wants, that does not negate our right to choose what we will specialise in within such a market framework.

Step II: Forecasting Demand

Most industrial concerns have a poor record of success at forecasting demand. So too does the educational sector, unless it plays safe and under-provides so badly as to be positively anti-social. Forecasting demand before Registration Day, however, is really most vital in terms of the staff and buildings to be provided. It is particularly so because of the inflexibility of our educational service in its manpower resource. Redundancy is not to be tolerated by our unions.

The collection and analysis of historical data is an obvious starting point. It gives us a useful basis for knowing what could happen if the causative influences thereunder are sustained. But they may not be - and more importantly, we may not wish them to be.

Simultaneously, therefore, a college (just like any company) has to undertake subjective assessments of the pattern of demand and has to do it by subject area and level of course offered. Heads of Department should make those forecasts and be held accountable for them. In order to be more certain of their validity, Heads of Department may well wish to conduct field analyses amongst the potential customers and amongst those who influence customers to avail themselves of educational services.

Field interviews with company training managers, with youth leaders, with final year school kids, with shop-floor apprentices - even with the current class in college - all these information inputs can help ensure that the right services are offered to that segment of the market which the college has identified as its own.

Step III: Creating Market Awareness

The college Prospectus, like the company price list, is normally a very fine design job. In the case of many colleges, it is the main device used to communicate with the market. In a monopoly position, as a sole supplier

of selected educational services in an area, it can be sufficient to get in enough students to fill the classes. But I defy any tutor to claim it gets in all the right students. It omits many we wish were there - often those who are so busy doing a job the wrong way they have not the time to learn how to do it the right way.

We must,I believe, over the next decade, learn to use a much wider range of techniques of communication to ensure that the educational services of our community are known to all its members - not just the more literate and articulate and to those whose employers insist that they attend whilst at work. Amongst the devices which are increasingly being used are sixth form conferences; door-to-door/company-to-company canvassing; posters in unusual places like coffee bars; direct mail circulars along with the rates as an antidote to the disappointment of receiving the latter; beer mats in pubs, table napkins in restaurants, and many more besides.

Such approaches must not be haphasard and they must most certainly not be amateur. The pinpointing of the best place to contact the audience with which the college is trying to communicate, and the quality of the advertising work involved, must be throughly professional. Professionalism in its approach to its audience rapidly enhances the local 'image' of any college and makes it somewhere of which the local citizens can be proud. They can talk about its work and be impressed rather than deriding when a youngster announces he or she is "going to college".

In this respect, the 'public relations' work of most colleges is in need of a shot in the arm. The dreary treatment of prize days in local newspapers contrasts strongly with what could be done if the work of staff and students in the local area, doing research or whatever, was made the focus for news coverage. The 'image' of a college is vitally important to its success in attracting the students it ought to be serving.

Step IV: Distributing the Service

We are accustomed (or were so until the Open University challenged much of our thinking) to regard the distribution of educational services in simple terms. We offered it at given moments in time in an expensive building and the customer had to come and collect it from us. With the growth of in-company training, our views began to change. Maybe we could take the service to the customer. The use of television and postal courses, with sporadic summer schools, opens up new scope both in effectiveness and in opportunity to our customers to study. Lectures and experiments can be held in 'cans' for use at the students discretion as teaching machines have provided for language training. Who should not Huckleberry FE College prepare its own packaged programmes, video tapes and so forth, and market them as a college? Some colleges have moved in this direction but in general it has been undertaken 'on the side' by the private enterprise of the more progressive faculty members. Colleges have failed to harness the growth/diversification momentum of their market in distribution terms.

If we have meals-on-wheels, mass x-ray-on-wheels, libraries-on-wheels, why can we not have education service-on-wheels? Let us take education to where the customer is, not simply rely on the customer coming to our hallowed halls.

Step V: Modifying the Service Continually

Finally, we must take account of the need for two sorts of feedback into our educational provision. The first, and most frequently neglected, is the modification of the extant course to meet the specific needs of the customers who have registered. Granted that, all to many courses are predetermined qualifying programmes, with little scope for modification. Some programmes would be incomparably better (especially those for post-experienced students) if their tutors conducted a survey at the very outset of the students' today's strengths and weaknesses and if appropriate, changed the balance of the programme to be offered. Experience of 'custom-modifying' a two-week teachers course has been most satisfactory as well as similar length courses for managers.

The second facet of feedback is, of course, at the macro level. How is the market reacting to the total pattern of services offered by the department or college? Is anything vital being missed? Is something that is being done falling too far short of the standards deemed necessary for the well-being of the students and the college?

* * * *

Perhaps these comments can be concluded with two examples of typical but highly specific, problems faced by colleges and how they were viewed. The first can be briefly stated. When the Colleges of Advanced Technology became Universities, most of them designated their first degree as B. Tech. to abbreviate Bachelor of Technology. After some five years or so many had changed to B. Sc. or B. Eng., because it was suggested that B. Tech. was somehow less worthy. In fact, quite the reverse applied. A B. Tech. was a four year course which included a sandwich element. The student was eminently better prepared for industry, than a B. Sc. or B. Eng. from a normal course. The marketing problem became how to create the distinctive identity for that new qualification. The industrial climate was right for a more practical orientation. All that was needed was

i. a concerted effort to convince recruitment officers in the top 1000 companies in the UK.
ii. a concerted effort in prospectuses, brochures and promotion generally, to highlight the distinction for careers masters and young people.

Once carefully analysed and tackled in such a way, the problem was manageable.

The second instance was the development of a campaign of PR activity to enhance topical awareness of the Business School where I currently work. Our research amongst businessmen showed that Cranfield had a 'good image' with businessmen as practical and well orientated to business needs. Our goal was to put more flesh onto that image and to ensure that it was well maintained. Recently, we developed a series of guidelines for action, as follows.

1. Our Publics

Broadly speaking, we have four external publics (the jargon word) to whom we should seek to relate well and continuously. I do not list them in any particular order of importance.

1.1 Businessmen: These are folk who send participants on our programmes at all levels, who fund research and project work, and who subscribe to national and institute appeals for support.

1.2 MBA, Doctoral, PEP Students: These are the people whom we seek to attract actually to spend time with us. Their quality reflects itself both in the interest which faculty members desire from their work, and in the image such alumni project when they leave us.

1.3 Government: Most typically members of the DES and staff of the Research Councils, who fund our efforts.

1.4 Professional Peers: Who sit in judgement on our work for others who ask, who may or may not be willing to come to work at Cranfield when jobs must be filled, or to refer their good students to study with us.

Equally, we have two internal publics who must never be forgotten:

1.5 Our colleagues in the Faculty of Technology: Who sit in Senate and who can frustrate or facilitate our aspirations within the legal framework of the Institute.

1.6 Our own present colleagues and students at Cranfield: Who either work happily and productively in a congenial environment, or slow down the organisation's ability to be productive.

II. Our Communications Media

Once again, speaking broadly, we can either communicate with our publics orally, through the written word, or a judicious combination of the two. I attempt to explore below the relative merits of communications media for the several publics I have identified.

2.1 Businessmen: Reaching this group, even where we have clearly segmented targets within its total universe, is most readily accomplished by press coverage, trade journals, conferences, etcetera. To attempt to meet such a population on a face-to-face basis is expensive. Nonetheless, for key target groups like training officers or specialists it can be accomplished via Review Conferences, Open Days, Workshops and the like, where the public concerned "pays its way" to assist us achieve our PR objective.

2.2 MBA, etc., students: Bearing in mind our preference for post-experience students in all our work, this group becomes in some respects susceptible to the same media as 2.1 above. However, the prospective student will normally seek out added information about a course or programme - perhaps from the BIM or a professional institution, or from an alumni at Cranfield. It accordingly becomes initially important to see that all such potential "reference points" are well informed about our work. To

reach such folk is not overly difficult provided we have an effective alumni group and good contacts in the professional institutions.

2.3 Government: This task can be readily accomplished by personal contact on a regular basis, supplemented in the literature and reports of the School's work.

2.4 Professional Peers: This group draws its conclusions from hear-say of former students and from the professional evidence which emerges in terms of teaching and research. Letting such groups know of our work can be best accomplished by group papers at conferences, attending and convening seminars, writing books and articles, making films and participating in the efforts of professional institutes.

2.5 Faculty of Technology: These folk can be met and talked with on a regular basis. An Annual Report for dissemination to all staff at the Institute on our work would seem to be the best way to supplement such verbal interchange.

2.6 Present colleagues and students: This group constitutes a problem with which we are all more familiar. The "School Meeting", plus regular circulation of papers can help staff awareness and earn support. Students have evolved a system of representatives who keep faculty in touch with the emergent issues. There is a real danger that only one-way communication takes place under this heading, however, viz: downwards to staff and upwards from students. The counter-flows must also be facilitated.

III. Flow of Communications

The flow of our communications effort can perhaps be characterised as sometimes one-step, eg. talking to DES folk; sometimes two-step, eg. talking to training officers who send students; sometimes three-step, eg. talking to journalists who are then read by businessmen/trainers who then send students on programmes. We need, with a limited budget, to search for maximum leverage points in the channels of communications. We also need to seek to identify media activity which can reach several publics simultaneously if at all possible, in order to secure economies of production. (In theory, we should also seek equi-marginal returns for each PR productivity but I defy even a theoretical economist to do it in practice).

IV: Media Activity

From a generalised discussion of publics, media and flows, I would like to leap straight to some concrete proposals for communication.

4.1 Alumni Association: I see the organisation of this as our top priority - together with all the appropriate regalia of ties, cufflinks, and journal/newsletter. We should aim to have this functioning by January, with us taking responsibility for seeing that it keeps going and goes well. The detailed mechanics will need to be worked out, but I do not see them as insuperable. The Cranfield Society could perhaps have a sub-branch. Membership would be open to all alumni both for short and long courses. Our goal must be to establish a continuing contract with all our former students so that they are well informed as "reference points". I have already proposed that a special Cranfield four-page insert could be prepared.

4.2 Annual Report: We must prepare an Annual Report to industry and circulate it as widely as possible. I would propose it should take the form of a four/eight page supplement in The Financial Times each year at MBA/Ph.D. student recruitment time - say February. It would be sponsored by advertisers and perhaps even work out quite free to us. It would also advertise our MBA course, doctoral work and PEP programmes at the same time. Offprints of the Annual Report (in the original pink) would be circulated widely throughout the Faculty of Technology and to professional personnel foremost reference points.

4.3 Open Days: We should organise each year, in the early summer, an Open Day for training officers to visit us at Cranfield to learn about our next series of courses and to discuss them in detail with the faculty.

4.4 Write for learned and trade journals/press: We should exhort all faculty members to write more. We may be the finest teaching institution in the world, but our publications output is poor/mediocre. I do not wish to impugn the quality - simply the volume. Increasingly work is being done and the results "hidden under a bushel". If the work was worthwhile we should tell all our publics - the professional peers, and the businessman/potential student, through "pop" trade articles and newspaper pieces. Although one can be criticised for writing too much, there can be no doubt that many of us err too far in the opposite direction.

4.5 Establish a CRANFIELD UNIVERSITY PRESS - with a Division of Business Management which we control internally. Discussions are already going on in this area and I hope to report soon. Initial working capital for three books in the first year would be about £5,000 if we wish to have 50% of the equity. (Experience would suggest an annual return of 40% on capital employed). We would have to decide whether to set up the deal within a total Institute framework, or alone, using the Library as the vehicle.

4.6 Establish the House Style: We already have an emergent house style under the direction of our design Consultant. This must carry through to all our work - folders, leaflets, scribbling pads, pencils, etcetera. (We have already agreed to this and all design work is to be coordinated).

4.7 Convene Professional Workshops/found journals: To secure effective and regular contact with professional peers, a leadership role can be adopted as well as simply a participative one. Functional areas can convene both professional and pedagogical workshops.

4.8 Ad hoc press releases and a programme of meeting journalists: This issue needs treatment at both a personal level and a functional level. It depends on a widespread awareness of news that is newsworthy. The vehicle of a Press Release is now fully available via our London Consultant. PR release headed paper is held and advice is available on how to write such a thing.

4.9 The New School: We should allocate funds at once to prepare a printed outline of what the School is doing in its new building as soon as plans are approved. It should be sent at once to all alumni etcetera, and to all Technology Faculty members at Cranfield.

V: Messages to be diffused

Surprisingly enough, this is a simple question to answer.

5.1 Tell the simple truth just as often as we can. Tell what we are doing. Say it over and over again.

5.2 Say what we say in a consistent way, ie. house style of all our works should use symbolism to communicate in the way manufacturers use branding.

We have no need to dissemble - and it is to no effect if we do. Cranfield has excellent products on offer. All PR can do is enhance the awareness of its existence by facilitating the flow of bona fide information about the place. If we do that job well, the right frame of mind will exist with our various publics to make the pursuit and development of our work just a bit easier than otherwise.

* * * *

It is my hope that this general discussion and the two small examples of specific marketing assignments will give you some foretaste of what to expect from your college's new Marketing Services Division, when the Principal takes the wraps off it at the start of next session - or perhaps a few years hence."

The Further Education Staff College was established on 15th November, 1960, with the principal objective of improving the efficiency of further education establishments. Since 1963 the college has been organising study conferences at which senior personnel in education, industry and government are given the opportunity of discussing and analysing developments in further education, and of making recommendations for action and enquiry.

Study conference members meet both in plenary sessions to hear and discuss lectures and in syndicates to discuss specific topics and projects. Syndicate discussion may be augmented by the employment of expert witnesses, visits to other establishments, and simulation exercises in administration and personnel management.

In 1963 the college undertook the publication of Session Papers outlining the work of conferences, and in 1967 the College Report Service was instituted to publish documents on a number of issues relating to tertiary education.

Each year the Report Service publishes a volume of Reports which include accounts of the proceedings of selected study conferences, collections of papers and special reports. Subject matter covers the development of the objectives and instruments of further education; the inter-relationships between colleges, industry and other branches of education, specialised subject developments; college administration and management. Each volume contains approximately 1,000 pages, although the number of Reports in each volume may vary, ranging from 15 to 20 per year.

These Reports do not necessarily express the views either of individual conference members or of the Staff College.

A subscription to Volume 8 is available at £14. Further copies of individual Reports may be purchased by subscribers at 70p each, and non-subscribers may buy copies of individual Reports at £1-10 each. Retrospective subscriptions to earlier volumes remain fixed at the following rates:-

Volume 3	£10-50
Volumes 4, 5, 6 & 7	£12-00 each.

The cost of single editions are as follows:-

	Subscribers	Non-Subscribers
Reports from Volumes 1 & 2	25p	52p
" " Volume 3	52p	£1-00
" " Volumes 4, 5, 6 & 7	60p	£1-00

For further information and a catalogue of publications, please write to the Report Secretary at Coombe Lodge, Blagdon, Bristol, BS18 6RG, or telephone Blagdon (0761) 62503

Previous Publications

Vol 7 No 1	The Organisation of Engineering Education
2	The Management of College Departments – Change and Development
3	Developments in Technician Education (TEC)
4	Staff Development in Scottish Colleges
5	Polytechnic Developments
6	The F.E. College and the Community
7	Developments in Art Education
8	Colleges of Education and Reorganisation
9	Social Work Education
10	Schools and Colleges 16-19 The Education of the Less Able Student
11	The Dip. H.E.
12	College Government
13	Assessment
14	Developments in Management Education
15	Participation, Accountability and Decision Making at Institutional Level – BEAS Conference
16	Central and Local Government: Their Influence on F.E.

END OF VOLUME